

2.9 TRANSPORTATION

Preamble

Successful cities require an efficient and affordable system of transportation that maximizes overall mobility while providing a range of travel options. Fredericton's recent transportation history reflects a reliance on the private automobile as the dominant form of transportation within the community. Overall traffic volumes on City streets increases year over year and the demand for parking and other automobile-related infrastructure continues to grow. Fredericton is a growing City both in terms of population and its economy, and continued investment and reinvestment will be required in the road network. Investment in road transportation is particularly required from the Province of New Brunswick. The provincial highway system in the City suffers from a long list of deficiencies, many of the problems having existed for decades. It is critically important to the City's future that these long-standing issues be resolved.

At the same time, the City is conscious that the need for a safe road system must not come at the expense of the quality of life of the City's residents or the safety of people choosing other modes of transportation. It is important that the scale of the City's road system is in keeping with Fredericton's vision of being a liveable City with a small town ambience.

Although approximately 80% of Fredericton's employed labour force commutes to and from work by automobile, there is evidence that Frederictonians are increasingly starting to use other, more environmentally friendly modes of transportation. Public transit use in the City of Fredericton is increasing and with a large student population and an aging population, the demand for public transit is likely to grow stronger in the future. As the City grows, the demand for new transit service and enhanced infrastructure for transit will intensify.

Over the past decade, the City of Fredericton has lost a historically important form of interurban transportation, the train, but it has been replaced by a cherished new transportation system. The City's trail system, in tandem with the sidewalk system are both recreational amenities and transportation infrastructure that provide opportunities for pedestrians and cyclists to travel across the City. Increasing numbers of residents are choosing the healthy and environmentally responsible options of walking or cycling to work and other destinations.

Finally, it is critically important to the City's economy that efficient highway connections are established between Fredericton and other communities and that the Fredericton Airport continues to provide scheduled air service that connects Fredericton to the world.

2.9.1 OBJECTIVES

- (1) To create a balanced, multi-modal transportation system that provides the infrastructure necessary for residents to choose their preferred mode of transportation including driving, using public transit, walking, or cycling.
- (2) To manage a well-maintained system of public streets that balances the need for efficient traffic flow with safety, convenient access to existing and future areas of development, and an attractive urban environment.

- (3) To provide an adequate parking supply in all areas of the City and to promote the location of parking facilities and their continued use.
- (4) To facilitate and promote the use of public transit.
- (5) To provide a network of pedestrian and bicycle facilities throughout the City and to promote their use.
- (6) To maintain quality and convenient air service through the Fredericton Airport.
- (7) To encourage convenient surface inter-City transport between Fredericton and other communities.

2.9.2 POLICIES

Multi-Modal System

- (1) Council shall recognize all modes of transportation, including vehicular, bus, bicycle, pedestrian, and air as essential components of the overall transportation system in the City of Fredericton.

Kyoto Protocol

- (2) Council shall work toward meeting its commitment to reduce greenhouse gas emissions under the Kyoto Protocol by encouraging the use of more environmentally responsible transportation such as public transit, walking, and cycling.

Disabled Persons

- (3) Council shall require that all aspects of transportation incorporate standards required for disabled persons.

Five Year Capital Budget

- (4) Council shall require that transportation projects be included in the Five Year Capital Budget plan to permit mid-range planning and public consultation, when required, for all aspects of transportation.

ROAD NETWORK

Hierarchy of Streets

- (5) Council shall provide a system of freeways, arterial and collector roads, and local streets to meet the transportation needs of the City in the planning period, pursuant to Schedule "B" of this Plan.

For the purposes of this Plan, the following definitions shall apply:

Local Street:

A road whose major function is to provide direct land access to individual properties. Local roads are typically designed to carry low traffic volumes for short distances and normally connect to other local roads and collectors.

Minimum right-of-way width: 15 metres (no sidewalk); 18 metres (sidewalk on one side)

Collector Street

A road whose function is to provide land access and traffic movement with equal importance. Collector roads typically carry traffic between local and arterial roads.

Minimum right-of-way width: 20 metres (sidewalk on one side); 23 metres (sidewalk on both sides)

Arterial Street:

A road whose function is the movement of large volumes of all types of vehicular traffic at medium to high speeds. Arterials typically connect with collectors, other arterials and freeways. The amount of direct access to adjacent development is limited on arterial roads.

Minimum right-of-way width: 30 metres

Freeway:

A road whose function is to accommodate high volumes of all types of vehicular traffic at high speeds and under free flowing conditions. Access to adjacent land is eliminated on freeways.

Notwithstanding the minimum right-of-ways prescribed herein, the Development Officer and the Director of Engineering and Public Works shall have the discretion to vary these minimum requirements where warranted.

Residential Street Design

- (6) Council shall review its guidelines for the design of residential streets, including but not limited to the width of streets design speeds and other design criteria.

Traffic Calming

- (7) It shall be the policy of Council to adopt a program of traffic calming on residential streets where excessive vehicle speed and/or an inappropriate volume of through traffic is utilizing a residential street. Traffic calming is to be used as a measure of last resort when appropriate street design techniques and enforcement measures fail.

Transportation Improvements

- (8) Council shall establish and update, in accordance with its five year capital budget, immediate and longer term priorities and strategies with respect to road widening, intersection improvements and new road construction. In the interim, Council shall actively pursue road and intersection improvements in areas of highest traffic volumes

and congestion and where benefits to the overall transportation system can be maximized.

- (9) Council shall seek the co-operation and assistance of the Provincial Government in upgrading the City's major arterial and collector roads. Particular emphasis shall be placed on roads of regional significance.
- (10) Council shall consider providing new arterial or collector roads where such roads will facilitate growth or enhance the existing transportation system.

Criteria for New Developments

- (11) Council shall consider the following transportation related criteria when evaluating new development proposals:
 - (a) A street hierarchy should be identified and should be designed to accommodate the traffic generated by new development;
 - (b) The traffic capacity of existing adjacent streets should be sufficient to accommodate the forecasted traffic generated by the new development;
 - (c) Vehicular access points to arterial and collector streets should be minimized where possible by:
 - encouraging shared access driveways;
 - appropriately controlling access from corner lots;
 - providing for parallel service roads, where practical.
 - (d) The street layout should be designed to facilitate effective transit system operations;
 - (e) Benches and shelters should be provided on those streets traveled by transit vehicles;
 - (f) Sidewalks should be provided on arterial and collector streets, where required;
 - (g) Connecting pathways should be provided from cul-de-sacs and in other locations where the safety and convenience of pedestrians can be enhanced;
 - (h) Provision for the use of bicycles should be made.
 - (i) Residential streets shall be appropriately designed to provide a safe, convenient and liveable environment for residents, motorists and pedestrians.

Dangerous Goods Routes

- (12) Council shall, in co-operation with the Province of New Brunswick, determine and enforce dangerous goods routes which will:
 - (a) Serve to protect important aquifers and environmentally sensitive areas;
 - (b) Include routes covered by trucks transporting dangerous goods.

Designated Truck Routes

- (13) Council shall continue to designate, improve and maintain routes designed for the movement of truck traffic to ensure that high levels of commercial truck traffic are directed away from residential areas and the City Centre through signage and enforcement.

Deferred Widening

- (14) Council should adopt, where appropriate, deferred widening By-Laws to regulate development which abuts arterial and collector streets in order to:
- (a) Provide for future road widening;
 - (b) Enhance the safety and functionality of the street;
 - (c) Provide for a greater level of buffering for abutting uses.

Arterial Road Aesthetics

- (15) Council shall place emphasis on the aesthetic character, in addition to function, of the City's arterial routes and shall strive to achieve streetscapes which have:
- (a) Landscaping and are tree-lined on both sides;
 - (b) A limited number of curb cuts and left turns;
 - (c) A minimum of overhead utilities;
 - (d) Adequate sign control;
 - (e) Attractive street lighting and other street furniture, where appropriate;
 - (f) Adequate provision of sidewalks;
 - (g) Planted medians where possible.

Provincial Highway Investment Priorities

- (16) It shall be the policy of Council to actively discourage investments in the provincial highway system that:
- (a) Perpetuate rural sprawl in the unincorporated areas surrounding the City;
 - (b) Further harm the rural environment;
 - (c) Encourage the location of commercial and industrial development outside the City;
 - (d) Displace other, more important investments in the regional transportation system.
- (17) Council shall maintain a list of its priorities for provincial highway investments that are either the direct responsibility of the Province of New Brunswick or are shared provincial/municipal projects.

PUBLIC TRANSPORTATION

Transit Service

- (18) Council shall recognize public transit as an important component of the transportation system and shall seek to provide transit service which:
- (a) Is cost effective;
 - (b) Is convenient and encourages transit use;
 - (c) Serves major residential areas, primary and secondary commercial areas and other high traffic developments;
 - (d) Reduces traffic congestion and the need for road and intersection upgrading;
 - (e) Strives to address the needs of senior citizens, disabled persons and other transit users with special needs.

(19) ***Transit Fleet***

It shall be the policy of Council to maintain a fleet of transit vehicles that provide efficient and environmentally responsible service to customers.

PARKING

Downtown Parking Strategy Study

- (20) Council shall, as demand warrants, work to implement the Downtown Parking Strategy Study.

Cash-in-Lieu

- (21) Council may consider the provision of cash-in-lieu of parking for developments in the City Centre, where, in the opinion of Council, the provision of on-site parking is not economically or physically practical.

Street Parking

- (22) Council shall implement parking regulations that limit street parking, as required. Specifically, Council shall investigate the feasibility of implementing a parking permit policy for streets near the City Centre, and in other locations as may be deemed necessary.

CYCLING

- (23) Council shall encourage bicycling as a mode of transportation and may facilitate:
- (a) The provision of properly designed, safe and convenient facilities for bicycle travel;
 - (b) The creation of a bicycle network linking all parts of the City and incorporating safe connections between linear open spaces and roadways;
 - (c) The separation of bicycle and pedestrian traffic on the "Green" and other high traffic trails;

- (d) The provision of adequate parking facilities for bicycles, particularly in the City Centre and in other locations where demand warrants including schools, churches, service, health, recreational, shopping and commercial facilities and major employment nodes;
- (e) The provision of bicycle lanes or wider paved shoulders on appropriately selected collector and arterial streets;
- (f) The identification of deficiencies in the existing trail system that would encourage more bicycle usage.

PEDESTRIANS/TRAILS/SIDEWALKS

Sidewalks

- (24) Council shall ensure that a network of sidewalks and pathways is in place to provide safe and convenient pedestrian movement. Particular emphasis shall be placed on the provision of:
 - (a) Pedestrian facilities in the City Centre;
 - (b) Sidewalks along arterial and collector roads;
 - (c) Sidewalks and other pedestrian linkages connecting residential neighbourhoods with schools, parks, bus routes and other pedestrian destinations;
 - (d) Safe pedestrian crosswalks, preferably at intersections.
 - (e) Pedestrian facilities connecting the universities with residential areas;
 - (f) Adequately maintained sidewalks and other pedestrian facilities for use in all seasons.

Trails

- (25) It shall be the policy of Council to maintain a system of multi-use trails for non-motorized traffic throughout the City.
- (26) Council shall regard the trail system as a component of the City's transportation infrastructure and shall encourage and promote the use of the trails by residents as a healthy transportation choice.

Trail Master Plan

- (27) Council shall consider preparing a trail master plan to identify opportunities to further develop the trail system. The master plan should include consideration of the following:
 - (a) Options to provide a linear trail in Lower St. Mary's;
 - (b) Potential trails in a north/south direction on both sides of the Saint John River;
 - (c) Further investigate the possibility of constructing a pedestrian bridge on the Carleton Street bridge piers or providing improved pedestrian and bicycle infrastructure on the Westmorland Street Bridge;
 - (d) Studying approaches to winter trail maintenance to encourage use of the system in the winter season.

Lighting and Paving of Trails

- (28) Council will consider the feasibility of installing lighting and paving or some other form of hard surfacing on high use sections of trails.

Emergency Communications System on Trails

- (29) Council should consider ways of providing some form of emergency communication infrastructure on isolated sections of the trail system.

Trail Crossings at Arterial Streets

- (30) It shall be the policy of Council to undertake improvements, where necessary, where trails cross arterial streets to improve crossing safety.

Snowmobiles

- (31) Council will work with representatives from the snowmobile clubs to:
- (a) Provide a safe system of snowmobile trails in the City of Fredericton that allow for access to amenities required by users;
 - (b) Relocate trails where conflicts exist with adjacent land uses or pedestrian and cycling routes;
 - (c) Provide safe crossings where snowmobiles cross roadways.

AIR TRANSPORTATION

Fredericton Airport

- (32) Council shall recognize the importance of the Fredericton Airport to provide inter-urban transportation necessary for residents and business.

RAIL TRANSPORTATION

Re-Establishment of Rail Service

- (33) Council may consider the conveyance of linear trail corridors to railway interests should there be a desire to re-establish rail service to Fredericton in the future.

WATER TRANSPORTATION

Boating Facilities

- (34) Council will encourage the provision of amenities and services required to encourage resident and visitor boat activity on the Saint John River.

2.9.3 PROPOSALS

ROAD NETWORK

Regional Transportation Plan

- (1) It is proposed that Council strongly encourage the Province of New Brunswick to pursue the preparation of a regional transportation plan that rationalizes and prioritizes the region's overall transportation system requirements. Public consultation should be required as part of the regional transportation plan preparation process.

Third Saint John River Crossing

- (2) Council shall recognize the necessity for a third river crossing to be constructed to accommodate vehicle, bicycle and pedestrian traffic in the future as generally illustrated on Schedule "B" of this Municipal Plan. It is proposed that Council work with the Province of New Brunswick to identify the preferred location of the right-of-way for the bridge corridor and take measures to protect it.

Access to New Maryland

- (3) Council shall encourage the Province of New Brunswick to plan for the construction of an alternate access route to New Maryland, pursuant to Schedule "B" of this Municipal Plan.

Access Control

- (4) It is proposed that Council consider amendments to the Zoning By-Law to provide for appropriate access control on collector and arterial streets.

Noise Attenuation

- (5) It is proposed that Council work with the Province of New Brunswick to provide adequate and aesthetic noise barriers, including berms, acoustical fences and vegetation to mitigate the noise impacts from provincial highways.

Dangerous Goods Routes

- (6) It is proposed that Council work with the Province of New Brunswick to remove truck route status from the Woodstock Road between Smythe Street and Hanwell Road in order to protect the municipal aquifer.

Arterial and Collector Road Aesthetics

- (7) It is proposed that Council improve the aesthetic character of the arterial and collector roads in accordance with the "Runway" Business Parkway Strategy.

Provincial Highway Aesthetics

- (8) Council shall request that the Province of New Brunswick improve the aesthetic appearance and the quality of the maintenance performed on lands within the provincial right-of-way.

Provincial Highway Signage

- (9) It is proposed that Council request that the Province of New Brunswick improve signage on provincial highways to provide better direction to destinations within the City of Fredericton and to provide clearer information to people visiting the City.

City Centre

- (10) Council shall address the transportation requirements of the City Centre through implementation of Section 3.4, "City Centre Planning Area", and the following:
- (a) Council shall investigate and implement measures, where feasible, to reduce the volume of vehicular traffic and required parking in the City Centre;
 - (b) Council shall place particular emphasis on quality pedestrian facilities in the City Centre and shall continue to upgrade sidewalks and undertake measures to enhance the City Centre pedestrian environment;
 - (c) Council shall focus the public transit system on the City Centre and shall emphasize the continued enhancement of public transit service and facilities in the City Centre area as a means of reducing traffic congestion and the demand for parking spaces.

Primary Commercial Areas

- (11) It is proposed that Council recognize Main Street and the Prospect Street/Hanwell Road/Bishop Drive area as high traffic areas and shall seek to:
- (a) Provide for arterial and collector roads in these areas to have a minimum of three lanes, where possible;
 - (b) Consolidate vehicular access points to minimize traffic disruptions;
 - (c) Incorporate the requirements of public transit in order to minimize traffic disruption and maximize transit convenience for the general public;
 - (d) Provide safe and convenient facilities for pedestrians and cyclists.

Secondary Commercial Areas

- (12) Council shall address the transportation requirements of secondary commercial areas as required to:
- (a) Ensure the efficient movement of traffic and safe and convenient access to commercial developments;
 - (b) Incorporate the requirements of public transit in order to

- minimize traffic disruption and maximize transit convenience for the general public;
- (c) Ensure adequate pedestrian and cyclist facilities including linkages to surrounding residential areas.

Provincial Highway Investment Priorities

- (13) It is proposed that the Province of New Brunswick complete improvements to the provincial highway system as follows (not in order of priority):

Provincial Responsibility

- (a) Construction of the ramp from the Westmorland Street Bridge to Devonshire Drive;
- (b) Upgrading of the interchanges and access at Route 7/Route 8/College Hill Road/Priestman Street;
- (c) The extension of the Route 8 By-Pass beyond Bridge Street;
- (d) Construction of a grade-separated interchange at Ring Road and Two Nations Crossing;
- (e) Upgrading of the Hanwell Road from Bishop Drive to the City Limits;
- (f) Construction of a grade-separated interchange at Route 8 and Smythe Street/Bishop Drive;
- (g) Construction of a grade-separated interchange at Ring Road and Brookside Drive;
- (h) Construction of a grade-separated interchange at Ring Road and Maple Street;
- (i) Realignment of the Route 8/Route 105/Princess Margaret Bridge interchange.

Shared Provincial/Municipal Responsibility

- (a) Upgrading of Regent Street in the Residential Town Plat;
- (b) Upgrading of the Hanwell Road from Woodstock Road to Bishop Drive;
- (c) Upgrading of the Woodstock Road from Prospect Street (old TCH) to Smythe Street;
- (d) Upgrading of the Royal Road;
- (e) Upgrading of Lincoln Road
- (f) Upgrading of Vanier Industrial Drive
- (g) Upgrading of Clements Drive
- (h) Upgrading of St. Mary's Street

Connection of Alison Boulevard to Knowledge Park Drive

- (14) It is proposed that Council, in co-operation with the University of New Brunswick, work to connect Alison Boulevard to Knowledge Park Drive.

Extension of Smythe Street to Bishop Drive

- (15) It is proposed that Council, in co-operation with the Province of New Brunswick and affected landowners, extend Smythe Street to Bishop Drive.

Regent Street

- (16) It is proposed that Council, in cooperation with the Province of New Brunswick, prepare a study that addresses the future function of Regent Street as an arterial roadway. The study may include, but not be limited to, necessary widening, rationalization of access points, intersection improvements, and the introduction of alternative routes to reduce overall traffic volume.

Naming of Streets

- (17) It is proposed that Council initiate a review of its street naming policy. The review should include policy encouraging the naming of streets for significant people, places, events and things related to the City.

Northside Transportation

- (18) It is proposed that Council work with the Province of New Brunswick to establish a road connection from the future extension of Route 8 to the outer north side Ring Road to relieve through traffic and/or truck traffic from Union Street/Gibson Street/Bridge Street and Crocket Street.

PARKING

Downtown Parking Strategy Study

- (19) It is proposed that Council consider, as necessitated by future downtown development and the demand for parking, implementation of the following recommendations of the Downtown Parking Strategy Study:
- (a) Encouraging the provision of paid public parking into any redevelopment proposal for property in the City Centre;
 - (b) Consider adding parking capacity in the central portion of the City Centre;
 - (c) Consider, with the co-operation of the Province of New Brunswick and other major employers, the implementation of market rate parking charges for long term employee parking in the City Centre;
 - (d) Consider the construction of a new parking facility in the east end of the City Centre.

City Centre Cash-in-Lieu

- (20) It is proposed that Council review the provisions governing the taking of cash-in-lieu of parking for developments in the City Centre in accordance with the recommendations of the Downtown Parking Strategy Study.

PUBLIC TRANSPORTATION

Designing for Transit Service

- (21) It is proposed that Council require that new developments facilitate transit movement and use by:
- (a) Ensuring that areas of major employment provide adequate transit facilities to accommodate and encourage transit use;
 - (b) Locating transit routes in centrally and conveniently located arterial and collector streets;
 - (c) Locating development that has potential to generate high transit use near transit routes and facilities.

Improvements to Transit System

- (22) It is proposed that Council consider improvements that would benefit the transit system including the following:
- (a) Continued promotion of the transit system to the public.
 - (b) Continued monitoring of the transit system for necessary adjustments to the transit schedule;
 - (c) Integrating inter-urban and urban transit to provide an efficient and convenient system;
 - (d) The establishment of park and ride facilities;
 - (e) Requiring developers to contribute toward the provision of public transit service and facilities to serve new residential, commercial and other development;
 - (f) Road pull-offs or slip-lanes for transit vehicles at designated stops to minimize traffic disruption on high traffic arterials and collectors;
 - (g) Constructing improved turnarounds for transit vehicles at the end of routes;
 - (h) Encouraging the completion of strategic road improvement projects including the completion of an interchange at Ring Road/Two Nations Crossing, the construction of a third bridge crossing of the Saint John River, the extension of Smythe Street to Bishop Drive, the extension of Knowledge Park Drive to Alison Boulevard, and improvements to the road alignment at the western end of Golf Club Road near Woodstock Road.

Service Expansion

- (23) As development and demand for service warrants, Council may consider expanding public transit service to additional areas including the Cotton Mill Creek and Brookside Drive areas. Council shall also consider providing more frequent transit service, where demand warrants.

Northside Hub

- (24) Council may consider establishing a northside transit hub to improve service for passengers on Fredericton's northside.

Transit Stop Infrastructure

- (25) It is proposed that Council consider providing appropriate infrastructure at transit stops for the comfort of passengers. Where demand warrants, Council may consider providing concrete pads at transit stops, benches, and/or shelters.

Transit Service Beyond City Limits

- (26) Council may, in co-operation with the Village of New Maryland and/or the Town of Oromocto, conduct a study to determine if demand exists for the expansion of public transit services to New Maryland and/or Oromocto.

Cycling

- (27) It is proposed that the City provide convenient and secure short and long term bicycle storage and parking in appropriate locations in the City Centre.

PEDESTRIANS/TRAILS/SIDEWALKS

Sidewalks

- (28) It is proposed that Council consider providing new sidewalk infrastructure in areas where substantial development is taking place including Hanwell Road, Clements Drive, Woodstock Road, and Brookside Drive.

Pedestrian Crossing at Highways

- (29) It is proposed that Council encourage the Province of New Brunswick to provide safe, grade-separated pedestrian crossings across provincial highways including:
- (a) Route 8 connecting Skyline Acres and the University of New Brunswick;
 - (b) Route 8 connecting Prospect Street, Bishop Drive, and the Malls;
 - (c) The northside Ring Road near the Brookside Mall.

Trail Connections

- (30) Council shall work with private landowners and developers to provide connections between the main trail system and residential neighbourhoods, commercial areas, parks, and other major facilities and land uses.

Trails in Neighbourhood Design

- (31) It is proposed that Council encourage, where possible and desirable, the developers of new residential subdivisions to provide lands appropriate for the integration of a system of neighbourhood trails into subdivision development and to provide connections between neighbourhood trails and the main trail system.

AIR TRANSPORTATION

Fredericton Airport

- (32) It is proposed that Council work with the Greater Fredericton Airport Authority to promote the growth and development of the airport and commercial air service to Fredericton.

- (33) It is proposed that Council work with the Greater Fredericton Airport Authority to secure designation of the facility as an international airport.